

# SPECIAL



BOSTON MUNICIPAL RESEARCH BUREAU  
24 Province Street, Boston, Massachusetts 02108 (617) 227-1900

# REPORT

February 28, 1994

No. 94-2

## CITY OF BOSTON'S WORKFORCE CONTINUES TO DECLINE

*The City of Boston's workforce decreased by 299 positions or 2% over the last year, bringing the total payroll from all funds as of January, 1994 to 19,357 positions. Since 1989, the City's total workforce has been cut by 1,974 positions or 9%. The number of city-funded employees, excluding county employees, was cut by 2,568 positions or 13% over the last five years including a reduction of 194 or 1% since 1993. The Department of Health and Hospitals experienced the largest employee loss since 1989, decreasing by 1,101 positions or 30%. During the same time, the combined city and grant-funded Suffolk County workforce grew by 568 employees or 101%. However, since 1993, the county payroll increased by only five positions.*

*The number of employees paid from city funds is an important indicator of the City's financial condition. During the last five years, the City's overall employee levels have been reduced each year. Most of the City's departments have registered payroll cuts over the last five years, with the administrative departments incurring the largest reductions.*

This report focuses primarily on city-funded positions. All personnel figures are in full-time equivalencies (FTE's) and are reported as of January first of each year.

### CITY DEPARTMENTS

As of January, 1994, city departmental employees, excluding hospital and school workers, totalled 7,641, a decline of 867 or 10% since 1989, and a loss of 79 or 1% over the last year. Since 1989, the largest departmental reductions were reported by Public Works (-143), Fire (-74), Library (-71) and Inspectional Services (-71). Widespread cuts were felt throughout almost every department during these five years and departmental growth was virtually non-existent. Over the last year, the largest employee declines were reported by Transportation (-32), Cemetery (-13), Library (-11) and Fire (-10).

The high priority given the Police and Fire Department budgets over the past five years has not protected the payrolls of these departments from being cut. The number of police and fire employees

### CITY OF BOSTON PERSONNEL SUMMARY Full Time Equivalent Positions

CITY FUNDS	1/1/89	1/1/93	1/1/94	1/89-1/94	1/93-1/94		
				CHANGE	%	CHANGE	%
CITY DEPARTMENTS	4,112	3,418	3,355	(757)	-18%	(63)	-2%
FIRE DEPARTMENTS	1,793	1,729	1,719	(74)	-4%	(10)	-1%
POLICE DEPARTMENTS	2,603	2,573	2,567	(36)	-1%	(6)	0%
SUB-TOTAL	8,508	7,720	7,641	(867)	-10%	(79)	-1%
HEALTH & HOSPITALS	3,649	2,825	2,548	(1,101)	-30%	(277)	-10%
SCHOOL DEPARTMENT	7,298	6,536	6,698	(600)	-8%	162	2%
CITY/HOSPITAL/SCHOOL	19,455	17,081	16,887	(2,568)	-13%	(194)	-1%
SUFFOLK COUNTY	490	962	348	(142)	-29%	(614)*	-64%
TOTAL CITY FUNDS	19,945	18,043	17,235	(2,710)	-14%	(808)	-4%
GRANT FUNDS							
CITY	461	388	436	(25)	-5%	48	12%
SCHOOLS	858	1,067	909	51	6%	(158)	-15%
CITY/SCHOOLS	1,319	1,455	1,345	26	2%	(110)	-8%
SUFFOLK COUNTY	67	158	777	710	1060%	619 *	392%
TOTAL GRANT FUNDS	1,386	1,613	2,122	736	53%	509	32%
GRAND TOTAL	21,331	19,656	19,357	(1,974)	-9%	(299)	-2%

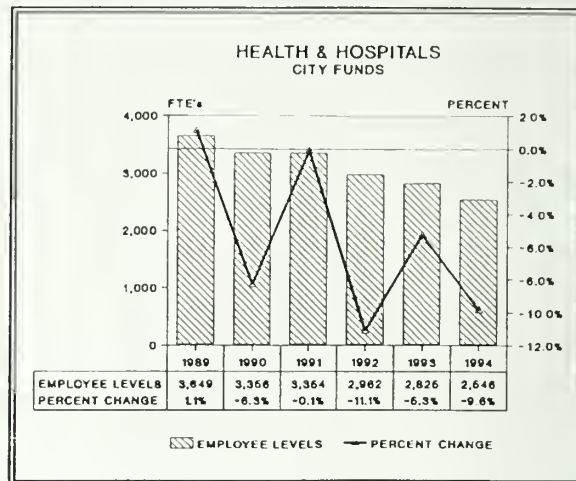
\* Funding changes in the Sheriff's Department in fiscal 1994 resulted in a transfer of approximately 600 positions from city funds to grant funds.

totalled 2,567 and 1,719 respectively, as of January, 1994. That represented a decline of 36 in the Police Department and 74 in the Fire Department over the last five years. Over the last year, personnel levels in these departments have remained relatively flat, declining by six in the Police Department and ten in the Fire Department.

## HEALTH & HOSPITALS

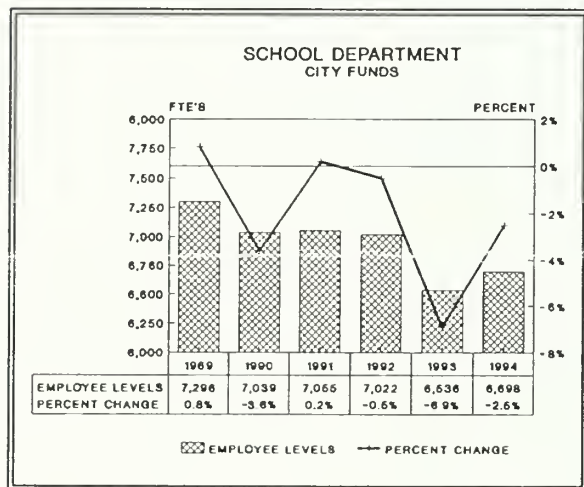
The department most responsible for the reduction in the City's work force is the Health and Hospitals Department. Since fiscal 1989, the Hospital Department reduced its workforce by 1,101 positions or 41% of the citywide cut of 2,710. Since 1993, the Hospital Department experienced a drop of 277 employees or 10%. Over the last five years, the largest reductions were recorded in service workers (-283), clerical positions (-250), orderlies (-203) and registered nurses (-157). Since 1993, these same areas recorded the largest employee reductions: service workers (-68), clerical (-67) and registered nurses (-46).

A combination of factors contributed to the reduction of the hospital work force. The financial feasibility of building a new Boston City Hospital was predicated on reducing operating expenditures, in good part, through personnel reductions to insure the funding of new debt service costs with operating revenues and to keep BCH competitive. To manage its costs, the Department closed Long Island Hospital in May, 1991, which after transfers, resulted in a net reduction of 350 employees. The costs for BCH are still high, making cost control imperative.



## BOSTON PUBLIC SCHOOLS

School Department employees, who represent 39% of the total city workforce, totalled 6,698 in 1994, a decline of 600 or 8% since 1989. However, in 1993, school employees increased by 162 positions or 2%. Over the past five years, the number of teachers has declined by 121 positions or 3%, with the largest reductions recorded in regular education (-272) and vocational education (-26). Reflecting enrollment trends, teacher increases occurred in special education (+70) and bilingual education (+56). Also itinerant teachers increased by 40 since 1989, while instructional support personnel decreased by 171. Non-academic positions were cut over the past five years in the areas of clerical (-85), maintenance (-72) and professional support (-41). In 1993, the number of teachers increased by 65 positions, with specialist teachers (+57) representing the largest growth. Additionally, increases were recorded in instructional support personnel (+66), due to the increase in special education aides. At the same time, a drop in vocational education teachers (-12) was recorded. The number of central and school administrators has dropped by 101 or 22% since 1989. Over the last year, the number of administrators increased by 30.



## SUFFOLK COUNTY DEPARTMENTS

The one area where the City's work force has experienced significant growth over the past five years is the county departments, principally the Sheriff's Department. In 1994, the Sheriff's Department represents 85% of the county's total payroll, with the Registry of Deeds accounting for the remaining 15%. The Registry of Deeds workforce was cut by 10 since 1989 and has not changed since 1993. The Sheriff's Department (Jail and Penal) grew by 481 or 114% from 1989 to 1993. However, in

fiscal 1994, funding for 62% of the Sheriff's Department payroll in the form of a \$22 million county jail grant was moved from the City's general fund to an external grant paid directly to the Department. This resulted in the transfer of over 600 employees from the City's payroll to a grant payroll with no reduction in the workforce. The Sheriff's Department workforce from all funds more than doubled since 1989, increasing by 578 or 118%, reflecting the two new and larger correctional facilities and the increasing inmate population.

## GRANT-FUNDED POSITIONS

Employees paid from external funds, excluding county positions, totaled 1,345 as of January, 1994. These external funds are primarily federal and state grants. The grant-funded workforce represents an increase of 26 since 1989 and a drop of 109 over the last year. The School Department recorded the largest loss in external positions, down by 158 since 1993.